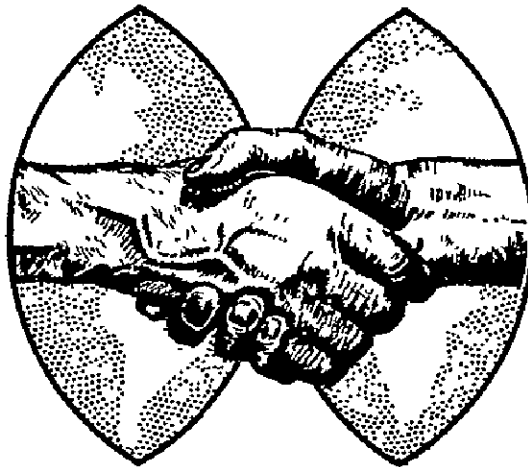


# **A TWO-WAY STREET**

**Benefits Accruing from the  
International Training Programs  
of A.I.D.**



Department of State  
**AGENCY FOR INTERNATIONAL DEVELOPMENT**  
International Training Division  
Washington, D.C. 20523  
1963

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# A TWO-WAY STREET

## Benefits Accruing from

### The International Training Programs of A. I. D.

#### I. INTRODUCTION

Ministers and cabinet members may come and go. The heads of business change from time to time. But the continuity of effort in any organized undertaking is maintained primarily by the professional, technical and managerial personnel who are less directly affected by changes in high office.

Leadership at the top is an essential ingredient of economic and social development. But at the same time leadership cannot be confined, in any advancing country, to a single individual or a favored few. Such concentrated power has a tendency to perpetuate itself regardless of any positive contribution which it may make to social progress.

Western Europe, the United States and other countries have learned this lesson through the last several centuries with the result that power is diffused among many individuals and groups. In this process professional and entrepreneurial groups have come to play a significant role in the modernization of their countries. The people who symbolize this evolution are the engineer, the teacher, the doctor, the business manager, the county agent, the civil servant. They are not the soldier, the landed gentry or a functionless elite.

It is becoming more widely recognized that social and economic development in any country is dependent

upon, among other factors, the existence of trained technical and managerial personnel. The best-intentioned development plans may be formulated but unless their content is sound and their execution is in capable hands the results are likely to mean frustration and disappointment.

There is also an increasing realization that nations have much to learn from each other. This is not a recent development. Even the ancient Greeks, recognizing the importance of communication in international development, sent emissaries abroad to gain ideas and to transmit Greek achievements to others. They had come to realize, after the heated "nationalism" of the Greek city-state had been dissipated, that social decay and intellectual stagnation were an inherent weakness in narrow nationalism.

There has been an expanding back-and-forth flow of people, ideas and techniques in modern times. Technological advances in transportation and communication have greatly speeded up this process in recent decades. Events since World War II, in particular, have served to broaden and deepen the significance of mutual assistance and the interchange of ideas, skills and information as means of foreign policy. The traditional diplomatic and military patterns of international affairs remain extremely important, but newer dimensions have come into prominence in recent years. The post-war world has seen the emergence of patterns and programs of international cooperation unknown to previous generations. Many of these newer programs focus upon social and economic development of less developed countries, an urgent need concerning which the more developed nations are assisting countries to help themselves.

Among the many multilateral and bilateral programs existent are the foreign assistance activities of the United States. Programs of technical assistance are a very important part of these efforts, which include the training of nationals, or participants as they are called, from many of the emerging countries. Many new nations are experiencing independence for the first time; others, though older politically, are

becoming daily more concerned with action necessary to the well-being of their people.

Increasingly, education and training to meet the requirements for leadership and technically skilled personnel are being recognized as paramount for economic and social growth. It is the development of this human resource with which the participant training programs of the Agency for International Development are concerned. Under bilateral agreements with developing nations, A.I.D. is currently responsible for the training of approximately 6,000 persons which it brings annually to the United States -- training designed to equip the foreign participant with the knowledge and skills necessary to help carry out his country's development programs.

Increased emphasis on fulfilling this need is both inherent and specific in present A.I.D. program planning, for it is recognized that capital projects and expenditures, utilization of loans or grants, or U. S. assistance in any form is inconsistent with long-range requirements unless the indigenous manpower of the nations is developed. The cooperative efforts of U. S. staff with host-country personnel in the assessment of country needs and the launching of developmental activities are, at best, predicated on immediate need and generation of impetus; the long-range, ongoing effort must be the product of the nation's people, adequately trained for the tasks of development.

Participant training, thus, is an integral part of the Country Plan in which the developmental goals, activities and projects are defined as precisely as possible. The diverse fields in which training is provided -- agriculture, education, labor, industry and mining, transportation, public health, housing, public administration, community development, public safety and others -- bring participants of heterogeneous backgrounds and interests into contact with literally thousands of organizations, companies, firms, factories and educational institutions as well as community groups across the United States. Tens of thousands of Americans contribute their time,

talents and energies annually to assisting A. I. D. in provision of either technical training or community services to the participants from overseas, either individually or as part of an organization.

While it is generally assumed in the United States that participant training has as its ultimate end-product the assistance of countries abroad, there is much less knowledge and understanding of the benefits which accrue to various sectors of the United States economy and society -- that it is indeed a two-way street along which the traffic brings valuable exchange of goods, services, knowledge and information for all who travel this international highway, either American or visitor.

This, then, is the area of interest this booklet seeks to explore, to show in some detail how in the course of providing training for nationals from abroad, the United States and its people benefit as well. It is readily apparent that the participant and his country reap rich harvests from this effort, and numerous instances of this are included in the booklet. Equally significant are the many benefits derived by the United States, its economy and its social structure. While the following section deals with business gains that accrue, it also emphasizes non-financial benefits which are of vital importance to this country.

## II. BENEFITS TO THE UNITED STATES

### The Use of Foreign Aid Funds in General

It is generally understood that the total expenditure by the United States for foreign aid is of genuine benefit to the recipient countries abroad. It is not generally recognized, however, that the form which foreign aid takes is primarily that of American goods and services, the products of U. S. farms and factories and the skills of our people. Nor is it widely known that about 80 per cent of the current year's foreign aid money will be spent in the United States. The various U. S. aid programs account for more than 12 per cent of the nation's exports.

Aside from the many other benefits of various types which the United States and its people receive from the foreign aid effort, it becomes readily apparent that from a financial viewpoint, the programs are of value to the many segments of the American economy. As in the total program, this is also true of the participant training element.

Approximately 6,000 participants are brought to the United States annually by the Agency for International Development, coming from Latin America, the Near East, South Asia, Africa, and the Far East. Most of the international travel is done on U. S. owned airlines. Travel within the U. S. by these participants totals millions of air, rail and bus miles annually, with attendant revenues to the carriers in excess of \$3 million.

In a year's time, the participants spend in the United States approximately \$25 million dollars for food and lodging in hotels, motels and restaurants from Maine to California, Michigan to Florida.

Approximately 50 per cent of the participants are enrolled for a semester or more in one of the many U. S. universities or colleges, with tuition and fees paid as for American students. Special seminars and courses, established by various institutions at A. I. D. request, are responsible for further contract fees.

### Participants Boost U. S. Sales

Far more important to American business, however, are the orders for purchase of equipment, materials and services which result from participant training. In every field of training, participants come in contact with firms and organizations producing and selling equipment. The participant's familiarity with particular equipment or products is often directly responsible for placement of large orders by his government or private employers after his return home. In numerous instances participants have been directly responsible for effecting contractual or licensing agreements between U. S. firms and their own.

The Wall Street Journal of November 13, 1962 carried an article entitled "Firms Help U. S. Train Foreign Technicians, Find it Boosts Sales." Singling out the example of Mr. Nguyen Quoc Con, employed by South Vietnam's Posts, Telephone and Telegraph Department, the article relates how various telephone companies and communications organizations in the United States cooperated in providing training. "Mr. Con is one of a growing number of technicians the State Department's Agency for International Development (A. I. D. ) has been bringing here from developing countries for training in dozens of fields from agriculture to railroading," states the article. "U. S. companies are helping teach the foreigners, and some firms are finding the participation is boosting their business abroad."

"Participating companies do not receive financial compensation from A. I. D. , but the program does



A group of Latin American participants receiving technical information from a midwestern U.S. manufacturer.

offer them potential benefits. We find it certainly has been worthwhile in increasing sales, says an official of Automatic Electric International Division of General Telephone and Electronics International, Inc." "Says Ben B. Mason, training and education manager of International Telephone and Telegraph Corporation: "The men we help train will naturally be disposed to consider us a source of equipment."

The attitude and opinions of industrial organizations as expressed in the Wall Street Journal have a sound basis in fact. While it is impossible for the Agency for International Development to acquire complete data on sales of U. S. firms resulting from contact with participants, there is ample indication that the many companies and organizations do benefit through direct sales of products and services.

The following are but a few examples of recent sales, drawn from various areas of the world.

Sudan. Two Sudanese participants from this newly independent nation were involved after their return in preparing purchase orders for the Ministry of Education's Bureau of Publications. The result was an \$88,000 order, 80 per cent of which will be bought from U. S. sources. The same organization expects to spend \$100,000 in 1964 for U. S. -made projectors. The Roads Section of the Ministry of Works recently spent approximately \$250,000 for Galion graders and a Littleford portable asphalt batch plant. One returned participant has already become the local representative for a U. S. telephone cable firm.

A returned participant who went to the U. S. to study the sugar industry was influential in purchasing approximately \$3,725,000 worth of equipment: 4 cane planters, 8 harvesters, 4 loaders, 4 Rome plows, 2 planers, 21 tractors and accessories.

These purchases were largely from the Caterpillar Company, Stubenberg Company and J. & L. Engineering Company. This equipment is now in operation in the Sudan.

Taiwan. The Republic of China (Taiwan) has many skilled technicians and leaders, both in



This Middle East farmer uses an American-made tractor and gang-plow to prepare the ground for planting wheat. The United States is cooperating with various countries in their agricultural improvement programs.

government and private business, trained in the United States under A. I. D. sponsorship. Their influence in purchasing from U. S. firms is quite apparent. A number of participants employed by the Taiwan Fertilizer Company, for instance, made recommendations, both while in training and after return, concerning supplies and equipment suitable for the firm's expansion projects. In 1962, one factory alone of the several owned by the Company purchased \$1, 130, 000 worth of U. S. products. These sales were divided among a number of U. S. firms, including Clark Brothers Co., General Electric Co., Wellman Engineering Co., Foxboro Co., Branson Instrument Co., and Magnaflux Corporation. Another factory of the same Taiwan firm expects to purchase equipment this year.

A number of former participants are employed by the China Man-Made Fiber Corporation, including its manager, Mr. Feng-Jang Leu. In fiscal year 1962 alone equipment purchased from U. S. firms totaled \$700, 000, while woodpulp and raw materials were valued at \$2, 500, 000. Prior purchases are estimated to bring the total to four million dollars.

The huge Shihman Reservoir project in Taiwan required U. S. training of nearly 30 participants from the Taiwan Power Co., the Provincial Water Conservancy Bureau and the Shihman Development Commission. These participants played important roles in the review and evaluation of proposals from various U. S. firms. Design and inspection was contracted to Tippetts-Abbett-McCarthy-Stratton Engineers, New York, for approximately \$3. 6 million. The construction advisory service contract was obtained by Morrison-Knudsen of Asia, Ltd., a subsidiary of the Boise, Idaho firm, involving about \$3. 7 million.

Procurement of U. S. construction equipment and materials totaled more than \$16 million: power shovels from the Northwest Co., bulldozers from Caterpillar, dump trucks and scrapers from Euclid, heavy cranes from Manitowoc Co., and Harnischfeger, drills and air compressors from Ingersoll Rand and

TABLE

Some Examples of Countries and of U. S. Products Sold  
as a Result of Contacts with Participants

| <u>Country</u> | <u>Product</u>                                                                                                                                                          |
|----------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Argentina      | animal feed pelleting equipment; poultry processing equipment, civil aviation equipment                                                                                 |
| Brazil         | communications and police equipment, aviation aircraft and equipment; navigational aids and aircraft radio                                                              |
| Chile          | highway building equipment, laboratory equipment for road testing; agricultural machinery; meat processing equipment                                                    |
| Costa Rica     | agricultural machinery, fertilizer and pest control; feed mill and equipment; potato grading and packing equipment                                                      |
| Ecuador        | water equipment - laboratory, piping generators, etc; farm equipment and tractors; banana fumigation equipment                                                          |
| Ghana          | peanut diggers and combines; tobacco curing equipment; tractors; printing machines; steel silos                                                                         |
| Indonesia      | water well equipment; industrial laboratory equipment                                                                                                                   |
| Iran           | textile looms; diesel locomotives; railroad equipment                                                                                                                   |
| Morocco        | field harvesters; mining equipment; manufacture of small batteries; canning equipment; textile equipment                                                                |
| Panama         | food and drug laboratory equipment; clothing manufacture equipment; hospital equipment                                                                                  |
| Philippines    | industrial chemicals equipment; industrial construction machinery; drug, leather, printing, metal fabrication, pulp and paper, automotive and food processing equipment |
| Spain          | protein feeds; earth moving and drilling machinery; agriculture machinery                                                                                               |
| Sudan          | books and educational equipment; road graders; asphalt batch plant; telephone cable                                                                                     |
| Taiwan         | fertilizer equipment; aluminum manufacturing machinery; railway equipment and supplies; civil aviation equipment; construction services and equipment                   |
| Thailand       | educational equipment; service and laboratory equipment; automotive service equipment                                                                                   |

the Joy Co., grouting equipment from Gardner Denver Co., trucks from General Motors, Jeeps from Kaiser, vibrators and drilling equipment from Chicago Pneumatic Co., a mixing plant from Johnson Co., and Nobel Co., a refrigerator plant from Worthington Co., and explosives from the Atlas Co. These are but some of the U. S. manufacturers whose products were selected as a direct result of A. I. D. -sponsored participant training.

Chile. A Chilean highways team, composed of civil engineers from both private firms and the Ministry of Public Works, made recommendations after their return which resulted in the purchase of \$300,000 worth of rollers, motorgrader electronic control equipment, bulldozers and other road equipment. One of the contractor members of the team stated: "This trip afforded the participants the triple advantage of (1) enabling them to do jobs of higher quality; (2) selecting road construction equipment with keener judgment and knowledge; and (3) permitting them to make personal contacts with the export managers of equipment firms, thus opening the way to improved placing of orders and facilitation of credits."

A similar experience resulted from the observation of a Chilean asphalt team. Directly attributable to this visit was the purchase of equipment worth \$884,400.

### The Longer-range Perspective

The foregoing are but a few instances where returned participants have benefited the U. S. through purchase of American-made products. A comprehensive list would be long, and new participants and new firms are regularly learning of the mutual benefits inherent in the A. I. D. -sponsored training programs.

The longer-range potential for U. S. sales to developing countries is almost impossible to estimate. Rising living standards abroad invariably generate a

wider demand for goods. Viable economies as a rule contain the best potential customers. A broadening world market is assuredly to the advantage of U.S. business.

There are various trends which indicate that this is a direction in which events are moving. The increasing economic benefits accruing to the United States from participant training is one such trend.

Moreover, longer-run benefits to business are not confined to increased sales. One of the facts which is frequently overlooked is that investment abroad in capital equipment calls for the rational use of technology. Unless there are available trained personnel to manage, utilize, and maintain equipment, investment may be dissipated and development blocked.

Private investment as well as loans and grants by government create a stake in human resources development. U. S. firms investing privately in foreign lands depend heavily on indigenous personnel for performance in the job, for care and maintenance of costly equipment, as well as for proper management and protection of investment. In many countries, former A. I. D. participants in such fields as transportation, commerce, power and industry are contributing their engineering, technical and managerial talents -- thus helping to insure investments both foreign and domestic.

#### Non-Financial Benefits are Important

Many participant contributions to the United States are not measurable in terms of dollars, for there are important benefits which are not financial. It is not readily appreciated that participants the world over have much to contribute to our life, culture and technology, and to international cooperation itself.

The two-way street of technical assistance has had both direct and indirect impact upon the United States. In agriculture, industry, science, public

health and many other activity fields, participants have, in the course of training, put something of themselves and their individual ingenuities into American growth. U. S. firms and government agencies have benefited, not only through mutual sharing of knowledge concerning the countries and specific technical fields, but also through actual research and suggestions made by participants.

## In Agriculture

It can be ably argued, as the U.S. Department of Agriculture points out, that an effective foreign policy is as essential to our rural citizenry as to those in town and city, but it can be shown that there are specific benefits for the agricultural economy in the participant program. Like the results of improved international relations, most of these benefits are long-run rather than immediate.

Briefly, as reported by the Department of Agriculture, some of these include:

1. Benefits to Operations: Training programs bring to the U.S. agricultural scientists from many lands. This leads to exchange of ideas during laboratory and field station visits and continued exchanges after the participant returns home. The reliance of American research on new varieties, disease-resistant strains, and testing under varied climatic conditions -- all accentuate the usefulness of foreign findings. Perhaps the most immediate of these benefits have been those where officials at U.S. quarantine stations have derived new information from foreign participants which is useful in detecting possible invasions of plant diseases.

2. Encouragement of Consumption of Agricultural Products: Home economics and nutrition training, which has been the major subject of various training programs for foreign participants and an integral part of many agricultural observations, should have unquestioned effect on diets and food consumption. Particularly in countries where there are

widespread diet deficiencies, rural improvement programs bring about increased consumption of agricultural production.

3. Better Statistical Data Available: With the increased importance of collecting authentic facts on foreign agricultural production, U. S. agricultural attaches overseas are benefiting from improvements in the collection and reporting of agricultural statistics and data. Training courses conducted for agricultural statisticians and also for information people from foreign ministries of agriculture are contributing to this improvement.

4. Better Understanding of Foreign Competition: In today's agricultural economy with its increasing competition -- inevitable whether or not U. S. assistance is involved -- American agriculturists need to understand better their counterparts in other countries, foreign agricultural conditions and production potential. This applies to local and state workers as well as Federal officials, farm people and private concerns. The abundant opportunity afforded by the foreign training program for Americans to get better acquainted with their counterparts from other lands is unprecedented. More intelligent appraisal of the international role of American agriculture is thus possible.

While the above benefits are inherent, there are also case examples of participants whose work and thought have directly added to our knowledge. One typical example is that of Sr. Sergio Sachs of Brazil who, as a participant, did research work at Rutgers University's Department of Horticulture. While there, Sr. Sachs' research established the fact that calcium deficiency, together with high temperatures during germination, was responsible for a high mortality of peach seedlings. His findings were reported in the Proceedings of the American Society for Horticultural Science, and Rutgers University states that "we have been able to markedly increase the survival of hybrid seedlings as a result of Sr. Sachs' findings."

## Other Fields, Added Accomplishments

Contributions to the United States by participants in science and technology have been many over a period of years. Recent achievements include an outstanding contribution in telecommunications through the design of a high resolution radar system, and perfecting the tape-deciphering system later used in astronaut John Glenn's Freedom 7 space capsule. They also include new methods for determining accuracy of instruments used in highway engineering, resolving problems of dispersion of radioactive wastes in streams, the isolation of measurements of solution heat and formation heat on the rare alloy zirconium, and the design study of urban renewal in the Detroit area.

In numerous fields of mutual interest, Americans are finding that provision of training is truly a two-way street in which the knowledge and abilities of the foreign participants redound to U.S. benefit.

## 70,000 Counterparts With Whom to Work

One of the main objectives of participant training is to develop counterparts or opposite numbers -- leaders in the developing countries with whom we can effectively communicate, cooperate and work. This is being accomplished along a variety of lines.

If you were traveling abroad, the following could readily occur. Stepping off the plane in Teheran, for example, you would learn that the manager of the international airport and the chief customs officer are both former A.I.D. -sponsored participants. Your business with a government ministry would likely be through a permanent under-secretary who studied in the United States. Whether your interest be health, education, transportation, communication or industry, many of your key contacts are likely to be former participants.

If, in Thailand, your work takes you into the rural areas you will encounter a new, nationwide

"train the trainer" program for local extension agents -- the result of the work of ten outstanding young Thai officials, U. S. -trained under A. I. D. auspices. Practicing the "multiplier" training principle espoused by A. I. D., the ten have taught 300, who will in turn teach others. If your work is public health, you will be pleased to find that the three officials in charge of malaria programs in the central plains, the north, and the northeast are former participants. They work with the Bangkok-based chief of the field operations branch, National Malaria Eradication Service, Ministry of Public Health -- another former participant. These men have much in common with the director of the new national program of Village Health and Sanitation, U. S. -trained.

If you are interested in financial aspects of health or other programs, the Director of the Budget or the Minister of Finance may be helpful points for consultation, for both are former A. I. D. participants.

Your experience in Iran and Thailand can be repeated with little variation in Peru or the Philippines, Costa Rica or Korea, in Turkey, Liberia and a host of other developing countries. A recent report from the U. S. Bureau of the Census and the Inter-American Statistical Institute, for example, points out that, with few exceptions, in all Latin-American countries the Director General of Statistics, the Assistant Director General and/or key staff members have been trained as participants in the United States. Obviously, the importance of adequate statistical data for economic analysis and planning is of constant concern to the United States as well as to the host country.

In more than 80 countries of the world, nearly 70,000 former participants -- leaders with whom we share mutual interests and with whom the means of international cooperation have been established -- form a corps of counterparts on which we may depend.

## Educating the American People

One of the most significant benefits which the United States derives from the two-way street of participant training lies in its educational value. While such advantages are not measurable, they are, nevertheless, real and substantial. It is not alone that these mature nationals from other countries are called upon, frequently, to lecture, to write and to give talks for American audiences in all parts of the country, but in addition countless thousands of our countrymen have become involved with programming or community services for participants.

These nationals from abroad not only undergo technical training but they also share our homes and hospitality. In the process they learn what makes Americans tick and they appraise our political and social values. We, on the other hand, begin to understand more fully the life and thoughts of our foreign visitors.

This extensive and intensive experience is a shared one, for involvement of Americans heightens their interests in foreign lands and other cultures. La Crosse, Wisconsin, for example, received its first three Ethiopian participants just six years ago, but from that time on Ethiopia has become to many of its citizens more than a vague country located somewhere in Africa. The key to the city has been bestowed upon visitors by many a town in Texas and there are those who have returned to their home lands as Kentucky Colonels.

Such real life associations are merely indicative of the wide ranges and diverse groups in the United States which have been affected -- and deeply affected -- by the impact of nationals from other cultures. The larger significance of this impact lies perhaps in the fact that it is a vital part of educating the country up to the role of leadership which it plays in a post-isolation world. It is within the context of our involvement in every continent on the globe that the creation of a fuller understanding of other peoples and other lands becomes imperative.



Home hospitality in the United States.

Two factors tend to make the educational impact of participants more effective than would otherwise be the case. In the first place, most of them do not stay in one location during their period in the United States. Even for the fifty per cent who attend an academic institution for one semester or longer, provision is usually made for travel and practical observation in various parts of the country. In the second place, participants as a whole represent a wide variety of interests and they come from all parts of society. Our exposure -- the resultant education -- is not confined to one class from other cultures. We receive the benefits of a cross-sectional view and hence of more balanced insight and understanding across cultural lines.

Anyone who has had experience with nationals from other countries knows that, outside of limited technical areas, he generally learns more than he teaches. This is the case not just with respect to other cultures. For interchange with fresh minds and points of view also forces the American to re-examine and to articulate the nature and meaning of his own social order -- its institutions, processes and values.

There is no substitute for living within another culture if one is to appreciate its way of life in full. Nevertheless, the constant comparative analysis -- the continuing dialogue -- with experienced nationals from overseas does add immeasurably to mutual knowledge and understanding of various nations as well as of international problems with which the Free World is confronted.

### Broadening The Training Base of The Free World

A major A. I. D. objective is to induce other nations to share the burden of foreign assistance. This objective is being pursued in a number of directions, financial and otherwise, through the Organization for Economic Cooperation and Development (OECD) and other multilateral means. In the field

of training, a broader base is being developed through the use and expansion of facilities by European countries and Japan, and the support of regional training centers in Africa, Asia and Latin America. Some developing countries themselves have moved from the role of consumers to that of providers of training. They have initiated their own technical assistance programs for lesser developed countries. Some examples of this are Israel, the Philippines, Mexico, and Taiwan.

The Taiwan story constitutes such an instance which is particularly interesting. Inspired and managed largely by former participants, the Republic of China has been carrying on a highly successful training program for foreign nationals.

In the period 1954-62, Free China trained over 1,200 technicians coming from various countries in Asia. The incoming number increased steadily each year. The largest number were trained in agriculture, particularly in rural extension and information, irrigation, forestry, and land reform. In mid-1962, such training was extended to Africa with the arrival of 25 agriculturalists. These Africans were farm operators, extension station managers and officers of agricultural departments of eleven different countries -- the Africa Republic, the two Congos, Dahomey, Ivory Coast, Libya, Malagasy, Mauritania, Niger, Senegal and Togo. Their training was focused on small-scale farming systems employing manpower or animals, rather than agricultural machinery, since these were best suited to their present needs.

More important, beginning on July 1, 1962, the Nationalist Chinese government commenced to pay all the local training costs hitherto paid for with U. S. aid funds, including per diem payments, travel, escort fees, etc., for all training within Taiwan. The 25 African Trainees were the first to benefit from Free China's own self-supported technical assistance program.

But Free China's contribution to international economic and technical cooperation has not been confined to training programs alone. The services of



Demonstration of a rice winnower at the Taichung Agricultural Improvement Station where 17 of the 25 African trainees are assigned. This locally made machine, driven by an all-purpose tractor, is capable of separating 1000 kilograms of grain from chaff an hour.

Chinese technicians and advisors have been utilized in various countries of Asia, Africa and even in Latin America. To the long list of services have recently been added the work of Chinese Agriculture experts in Liberia and Libya.

As is true in increasing instances, the extension of technical assistance by a country to other nations may be one indicator that the country itself is fast becoming economically self-sufficient and capable of pulling its weight in the Free World.

### III. THE OTHER END OF THE TWO-WAY STREET

The various direct and indirect benefits which accrue to the United States, nevertheless, should not obscure the fact that the lesser developed countries have had much to gain from participant training. The process is indeed a two-way street. Progress in any country will depend upon the development of its own human resources. It is dependent upon competence and initiative which are the roots of improvement.

#### Skills not Sufficient

If improvement in the developing nations is to be self-generative and not imposed, skills and techniques are not by themselves sufficient. Sound systems, methods, and technologies are essential but so are perspective, purpose, and a sense of direction. The analytical and the innovative mind directed to socially desirable goals is as important to land or tax reform, for instance, as are the trained veterinary, soils technician, accountant or auditor. Those who have been effective in bringing about improvement have been successful largely because in addition to being competent they have had the understanding and drive essential for effecting orderly social change.

The participant training program has contributed to the development of the type of leadership so essential to the emerging countries. But leadership does not operate effectively in a vacuum. Other related ingredients are required if a degree of self-sufficiency is to be attained by a country. The practice

of self-help is one of these essentials. Systematic planning and utilization of resources is another. Equally important is the ability to organize and to manage programs -- to establish and maintain institutions which are capable of operating effectively. All of these go into the development process. When they are directed to expanding the opportunity for growth by all citizens, nation building in a positive sense occurs.

In view of the above criteria, it is obviously impossible to summarize the contributions to modernization made by the 70,000 former participants in over 80 different countries. There are very few countries in the Free World where former participants have not had real impact in government, private industry and in the professions. Although training in some cases has not led to full results, numerous examples of this impact are available. The following are but a few of the many illustrations reported by A.I.D. missions abroad. These interesting case examples are representative to a certain extent of the capabilities and conditions required to carry on modernization effectively.

### Self-help and Institution Building in Mexico

Dr. Luis Felipe VALES Ancona came from Mexico to the United States in 1956 for training in medical rehabilitation. He was deeply moved by the need and potential of this work. Upon return to Mexico he gave up his previous practice and entered the field of rehabilitation as a full time enterprise. In 1957, he was instrumental in forming the Mexico Rehabilitation Association. In 1958 Dr. Vales, along with this Association and other interested people, founded the Rehabilitation Institute in Mexico City. Dr. Vales subsequently became Director of this private Institute.

The Institute is considered one of the three best centers of rehabilitation in the world. It annually treats more than 3,000 patients. While Dr. Vales is



Visitors to a health center in Latin America.

ably assisted in his efforts by a staff trained largely by A. I. D. and supported by prominent people in Mexico City, his individual contribution cannot be underestimated.

Attending the same rehabilitation course with Dr. Vales was Dr. Ramon ECHENIQUE Portillo. Dr. Echenique was primarily a surgeon before his training, and his interest in rehabilitation work was potential, rather than actual. He was curious, but had no intention of devoting his life to rehabilitation medicine. Like Dr. Vales, Echenique was highly impressed by his training and decided on his return to devote unflagging attention to rehabilitation work. Contrasted with the private philanthropic institutional affiliation, Dr. Echenique was urged to see what could be done within the Mexican Social Security Program, which provides a variety of medical services, especially among under-privileged groups.

Dr. Echenique is now Director of the Rehabilitation Program of the Social Security Administration, and is actively working to set up regional rehabilitation centers -- not only for the physically handicapped, but also for former mental patients, cardiac patients and tuberculars. The Social Security Office, unquestionably the largest medical organization in Mexico, is now including a rehabilitation unit in all of its new hospitals.

These two Centers, one private and the other public, and headed by two former A. I. D. participants, did not exist until after their experience in the United States. The two men who now direct them were involved in other work. Through the help of A. I. D. the spirited response of the Mexican Government and the voluntary efforts of her citizens, Mexico is now paramount in the field of rehabilitation.

#### Developing Credit Facilities in Vietnam

At the time of his departure for U. S. training under A. I. D. sponsorship, Mr. Tran Ngoc Lien was Chairman of the President's Central Committee for

Promotion of Farmers Associations, charged with the task of submitting recommendations to the Presidency on the establishment and consolidation of farmers' associations in Vietnam. The purpose of his training was to study the organization, funding, policies, and objectives of various American institutions which finance agricultural credit. The program was tailored to fit Mr. Lien's particular needs, since his position required that he insure implementation of governmental policy on all matters of agricultural credit in Vietnam.

In the United States Lien was able to observe commercial banks, government farm and credit agencies, private loan companies and credit unions. He also visited farm cooperatives, observed the relationship of agricultural credit to other agricultural services such as extension, marketing, home economics, and youth work.

After his return to Vietnam, Mr. Lien was appointed Commissioner General for Cooperative and Agricultural Credit, a position of ministerial rank. Under his guidance the farmers' cooperative effort in Vietnam has been given new direction and impetus. In addition to existing agricultural cooperatives, of which there are some 250, about 100 new farmers associations have been initiated at Lien's direction to provide advisory, credit, and marketing services to farmers.

Lien also heads the Cooperative Research and Training Institute, a joint venture of the Vietnamese Government, the USAID, and the Cooperative League of America. This Institute maintains a training center which has already graduated over 2,000 farm agents with various specialties. All in all, Mr. Lien has succeeded in adapting to the needs of Vietnam many important aspects of the credit and cooperative institutions he encountered abroad.



The Old and the New – the latter purchased through a Farmers Cooperative.

## Organizing Democratic Trade Unions in Costa Rica

Mr. Louis Alexander McRae of Costa Rica came to mainland United States and Puerto Rico several years ago for a five months Trade Union Training Program with special emphasis on trade union organization, structure, operation, and development of labor management relations. Before his departure for training, Mr. McRae served as the secretary of several labor unions in the Port Limon area of Costa Rica.

Mr. McRae, during the period following his return, has consistently used his training-acquired abilities and knowledge so successfully that today he is a member of the National Congress, and is regarded as one of the outstanding democratic labor leaders in Costa Rica.

Since his return, Mr. McRae has been elected to the Board of Directors of the nation-wide Costa Rican Federation of Workers (RERUM NOVARUM). His connection with this organization has been very profitable for the country. He has organized a number of free, democratic trade unions and, recently, a National Federation of Free and Democratic Trade Unions. McRae is now devoting most of his time to organizing banana plantation workers -- the largest single private labor force in the country -- into such an organization.

The labor accomplishments of Mr. McRae, as well as his Congress and free press records, are clear evidence of his democratic and progressive approach to labor organization work, and he has demonstrated outstanding qualities that would have assured success in my field of service. With people like Mr. McRae in action, Costa Rica should continue to make democratic progress particularly through organized trade unions.

## Prepared for the Jets in Lebanon

Most countries in one way or another have felt the impact of modern technology. The airplane in many respects symbolizes that impact. Many of the air systems and international airports in Latin America, Africa and Asia are operated and maintained under the direction of former participants. The following case of Mr. Bedran is typical of hundreds of nationals from abroad who have been trained in the United States in various fields of transportation.

During his first participant training program in 1951-52, Mr. Antoine Fonad Bedran of Lebanon obtained basic training in the aeronautical fields of air traffic control and airways communication. The training, experience, and certificates Mr. Bedran received in the United States as a participant qualified him, soon after his return to Lebanon, for promotion to Chief, Control Tower, in charge of airport air traffic and airport approach control. In this position he supervised 15 airport tower controllers at Beirut International Airport. In 1956, he was promoted to his present position of Chief of the nation's Air Traffic Control Services. This position is supervisory and administrative, and makes Bedran additionally responsible for area air traffic control, the flight information center, the aeronautical information center, the air-ground communications station, and airport marshalling. In this position, Mr. Bedran now supervises a large staff of technical personnel.

From May to October 1960, Mr. Bedran returned to the United States for a second participant training program, with emphasis on executive direction. At the conclusion of his tour, he was awarded a Radar Certificate and a certificate in Air Traffic Control Administration by the U. S. Federal Aviation Agency. Under his direction the Beirut International Airport is well prepared to handle increased traffic and the most modern planes which arrive from all parts of the world.

## Raising Teaching Standards in Turkey

In 1959, as part of the Turkish-American effort to develop people within the Ministry of Education who could improve the education of Turkish teachers, the Ministry of Education, working with the Agency for International Development, selected Mr. Huseyin Yildirim for training in the United States. Mr Yildirim received his master's degree from the Florida State University subsequently.

Meanwhile, back home in Turkey, the Ministry of Education and A. I. D. were working together to organize a Bureau of Inservice Teacher Education. Most of Turkey's elementary school teachers have had only ten or eleven years of schooling. Ways of improving the qualifications of such teachers who are already working in the schools is the task of the new Bureau.

Since his return to Turkey, Mr. Yildirim has been promoted to the position of Associate Member of the National Board of Education, and is that organization's representative on the advisory committee of the newly-established Bureau of Inservice Teacher Education. In this capacity he is helping to direct the development of seminars, booklets, training aids and guidance materials for inadequately-prepared teachers. Through the Bureau, raising the standards of teaching has become a primary goal of the educational community.

## Creating a Multiplier Effect in Rhodesia

In the early 1950's Northern and Southern Rhodesia were developing rapidly in the field of agriculture. Emphasis was changing from the pioneering agricultural practices to a more scientific approach to the economic use of the land, and the systematic integration of various enterprises best suited to the soil and climatic conditions in the different areas of the country.



Schoolgirl.

Systems of land-use-planning at both regional and farm level were investigated and some progress was made in this direction, at least enough to stimulate a great deal of interest at both farmer and government levels. It was felt that initiative had to be placed in the hands of officers with local experience who had experimented with various techniques though not always successfully.

At this critical stage in development (1955), the Agency for International Development came forward with an offer to assist with a practical observation program in the United States, to be carried on by an officer of the Department of Conservation and Extension. This opportunity was taken and the Department selected Mr. H. R. Hack for the U. S. study under the auspices of the Agency for International Development in order that he might gain first-hand knowledge of American techniques used in land-use-planning, soil and land classification, individual farm planning and allied subjects.

Mr. Hack made the fullest possible use of this opportunity to gain every bit of information he could in the time available. From the Great Lakes to the banks of the Rio Grande, with Work Unit Conservationists, Extension Officers, Conservation and Extension specialists, agricultural workers in every field, and particularly through special training courses at Purdue University and the University of Georgia, every possible technique was studied and discussed with a view to its application in Rhodesia.

At the end of an exhausting six months Hack returned to Rhodesia, armed with a wealth of information and ideas, to a very receptive Department of Conservation and Extension. From that time on, land-use-planning took on the character of a massive snowball.

In-service training courses were set up almost immediately. The whole approach to land-use-planning was reorientated with great emphasis on soil survey and land classification, together with the maximum use of up-to-date aerial photography.



At a farmer's training center in Africa the demonstration agent shows a group of new landholders how to hand feed a calf. The education of the farmer is an important part of land reform programs everywhere.

In the years that followed, the demand for training and services to the farming communities, both inside and outside the Federation, became overwhelming. During the first three years, over 500 officers from the various Departments of Agriculture in the Federation were put through special training courses. In addition agricultural officers from as far afield as Angola (Portugese East Africa) came to study the new methods and techniques.

To date many of the agricultural areas of the Southern Rhodesia have been classified and planned on the most modern American techniques, and progress is speeding up with more trained personnel. Further assistance from Agency for International Development has been supplied and other officers have had opportunity to undergo training in the United States. The story of Mr. Hack and the multiplier effect, however, is indicative of ingredients needed for modernization.

#### Establishing the Standards Organization of Iran

For several years prior to coming to the United States, Dr. Majid Khorsand was at work establishing a Bureau of Standards in Iran. He assisted in the preliminary planning of this activity and selected much of the scientific equipment needed to develop methods and procedures for standardization.

In 1957 Dr. Khorsand took part in a three-month program in the United States during which he trained at the Bureau of Standards, Washington, D. C., supplemented by visits to various industrial standardization laboratories. Upon return to Iran he was assigned as Chief Director of the Standards Organization of the Government of Iran. Under his leadership this project has developed to the stage where it now occupies a large tract of land on which have been erected buildings housing administrative, organic and inorganic chemistry laboratories, the materials test laboratory, the power plant, and warehouses.

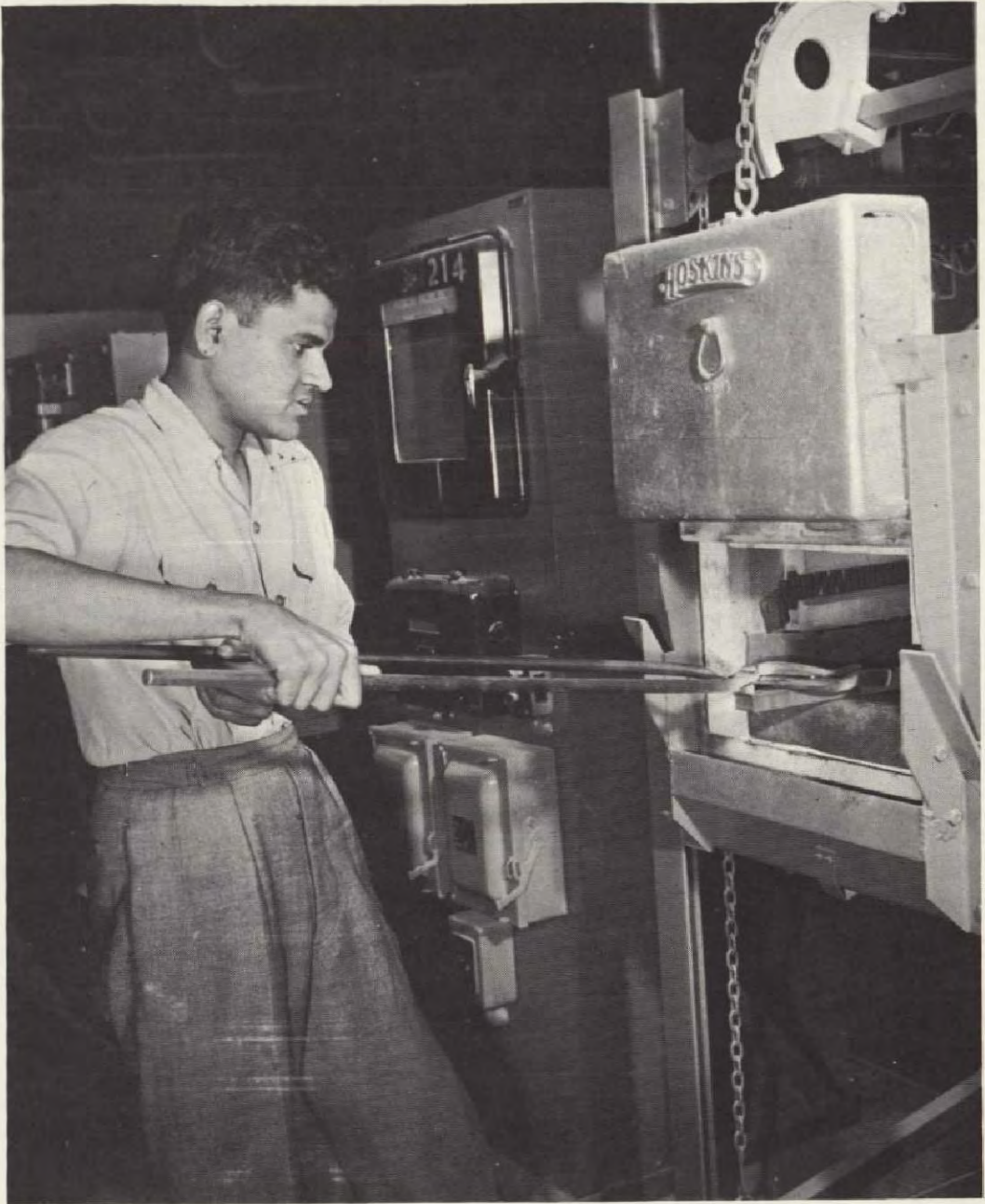
Agriculture commodities constitute the principle effort for standardization at this time, and four standards have been developed and offered to the trade for acceptance. Ore analysis is likewise being carried out for the benefit of the private sector. A plan for certification of quality of commodities has been developed.

Dr. Khorsand uses every opportunity available for sending members of his staff abroad for training, and a number of the sections in the Standards Organization are headed up by other former U. S. participants. Under Dr. Khorsand's leadership this project shows promise of becoming a very efficient and valuable organization for Iran and a demonstrative example of cooperative efforts in the Free World.

#### A Mass Effort is Sometimes Essential

A group consisting of 89 engineers from India completed a special training program in U. S. steel plants and associated universities working in close cooperation with A. I. D. The participants constituted the sixth group averaging a hundred participants each to successfully complete nine-months periods of training since the inception of Program INSTEP, a popularized title for the India Steel Training and Education Program. With the departure from the United States of Group Six in early 1962, a total of 600 engineers had been specially trained in all categories of iron and steel production, thereby prepared to assume increasingly responsible roles in the economic development and growth of India.

Program INSTEP training was handled through liaison with the American Iron and Steel Institute which acted in behalf of cooperating steel companies including Armco, Bethlehem, Inland, Kaiser, Jones and Laughlin, Republic, United States Steel, Youngstown Sheet and Tube, and the steel facilities of Ford Motor Company. Related technical studies in participating academic institutions included Carnegie, Case and



Indian Engineer Testing Metals.

Illinois Institute of Technology, Lehigh, Detroit and Youngstown Universities, and Marshall and Pomona Colleges.

The first half of Program INSTEP, or the training of 300, was carried out under the auspices of the Ford Foundation. The second 300, comprising Groups Four, Five and Six were trained under joint A.I.D. - Ford Foundation auspices. This important training program could not have been undertaken without the full support of the steel companies and the various participating institutions, all of which performed an outstanding service. Needless to say, increased steel production is an extremely important part of India's future.

Small efforts to meet large needs frequently lead to inadequate results. In the case of India and steel a mass attack on the problem of training engineers was planned and executed. The magnitude of the task set the scale of response.

### The Congo - Getting Started

The Republic of the Congo (Leopoldville) does not present a typical case of technical assistance. But like some other newly independent countries, the Republic was faced with a critical shortage of trained personnel from the very beginning.

On June 30, 1960, the A.I.D. Training Program was initiated by Ambassador Robert D. Murphy's announcement that the United States was prepared to train 300 Congolese. The following month a special Bureau was established in the Ministry of Foreign Affairs to coordinate and cooperate with AID/Leopoldville in the implementation of this program. This Bureau for Technical Assistance was headed by Pierre Ilekà, formerly from Coquilhatville, Equateur Province, Congo.

Originally created to handle the American training offer, Mr. Ilekà's office was soon required to handle a rapidly growing number of offers coming from Israel, France, Great Britain, Morocco,

Tunisia, Ghana, and even Iron Curtain countries. For the most part these were, like the American offer, directed to the training of personnel since there was such a crying need for cadres and since such a program could be initiated much more rapidly than other types of technical assistance. In view of the growing Communist penetration during the months of August, September, and October, 1960, these difficult months were a time of political upheaval, with a multiplicity of political alignments, each claiming to be the legal central government. That the AID/Leopoldville was able to gain the necessary support from the Congolese Government to implement and expand its program in spite of government disorganization and Communist obstructionist efforts, was largely due to the cooperation of the Ministry of Foreign Affairs.

Since such technical assistance operations were unprecedented in the Belgian Congo, it was Mr. Ileka's duty to start from scratch in establishing his offices, training his personnel, and coordinating activities of foreign governments with the Congolese Government and the rapidly growing UN operations in the Congo. After calling upon the AID/Leopoldville Training Office for advice in administrative management, it was decided, following a request from the Government, that a high level administrative management team would be sent to the United States from the Congo for those faced with administrative problems similar to those of Mr. Ileka. Such a program was designed by A.I.D. in Washington, D. C. and in October, 1960, Mr. Ileka with six other Congolese officials of the Secretary-General level left for a two-month program in the United States. This level was felt to be especially appropriate in the initiation of public administration training since the Secretary-General position is the highest non-political civil service post, and in spite of any future political changes these men would be apt to remain to carry on the functions of government. Furthermore, they would, following their training in the United States, be in a position to implement organizational changes felt necessary and could

also recommend the type of training needed in the future by their staffs either abroad or in the Congo.

Since returning to the Congo, Mr. Ileka has reorganized his office, set up a different system of forms and filing, initiated a training program for his employees, and assisted the provincial governments, as well as other central government ministries, in arranging training programs under the auspices of the United States, the United Nations, and other foreign governments.

A by-product of Mr. Ileka's American program has been the acquisition of a thorough understanding of the American policy to do everything possible to support the UN operation in the Congo. This, combined with a visit to the UN itself while in New York, plus the warm cooperation given by UN training and technical assistance personnel in Leopoldville, has done much to foster a spirit of cooperation with UN in the training and technical assistance field.

Arrangements have continued for U. S. training of other Congolese of Mr. Ileka's caliber. A considerable number of groups have come to the United States since October 1960. Direct, personal contacts are being increasingly made with provincial government leaders throughout the Congo in order to attempt to achieve similar beneficial results on a nation-wide basis.

### Small Business Is Important

Alfredo Medina, the owner and manager of a small Mexican firm which manufactures and sells wooden doors, closet fixtures and office furniture, visited the United States on a practical tour of small business and industry, sponsored by the Mexican Productivity Center and the Industry Office of USAID/Mexico. Sr. Medina had been in business for himself some three or four years, his enterprise had succeeded, and his sales of approximately 30,000 pesos per week afforded him a comfortable existence for a young man with a small family. Nevertheless, he

felt he had hit a plateau with his firm -- sales were good, but not expanding. He wanted an increase.

In January of 1959, he was approached by a representative of the Productivity Center, who was interviewing candidates for a study team of young business executives, on the basis of advice from the A. I. D. Industry Advisor in Mexico. Sr. Medina accepted the opportunity for training in the United States and began attending orientation breakfasts at the Productivity Center in Mexico City. At these breakfasts, representatives from the Productivity Center, the USAID in Mexico, and guests from private concerns discussed problems of small business with members of the team, and attempted to prepare them for their visit to the United States.

Medina left for the States in June of 1959 and went with a team of similarly situated business men to Harvard University, Prudential Life Insurance Company, National Association of Manufacturers, Intercoastal Door Company in Long Island, New York, The American Hard Rubber Company in New York and the Acorn House Corporation in Concord, Massachusetts.

During his visit, Sr. Medina focused on problems of maintaining a motivated sales force, setting mark-up on products and improving employee morale since it was these three that seemed to have the most direct implications for his work.

On his return, he instituted changes in his sales and marketing procedure. Previously, he had only paid his salesmen when the customer had paid his bill, a technique for assuring that he would have no collection problems. Medina changed this, and paid the commission on sales at the end of a given week, and guaranteed each salesman a minimum income each month, based on average sales performance. This was intended to give the sales force a morale boost. He had been having a collection problem with many small contractors, and unpaid accounts were cutting into his sales figures. In the United States he had an opportunity to see how credit clearing houses worked, and on his return to Mexico, was

delighted to find that such an organization had been formed for the building trades. He subscribed to their service, and was able to investigate credit risks more carefully, thereby cutting down non-payment and malingering.

Sr. Medina also examined his procedure for mark-up and decided that with an active sales force covering a wider area he could afford to cut his profit margin and thereby lower his prices. He did this and found markets he never dreamed existed.

In short, he had the same operation as before, with the exception of these three changes that were inspired by his trip to the United States. Within one year, his average weekly sales had increased from 30,000 pesos to 60,000 pesos.

#### Tax Administration Reform in Chile

The present program of tax administration reform being carried out by Chile originated on June 3, 1960. At that time the Minister of Finance requested assistance from A. I. D. for training in the United States of executive personnel in the field of tax administration. To solidify top support in Chile, plans were made for the Director General of the Internal Tax Service to come to the United States under A. I. D. auspices to consult with key tax officials and A. I. D. staff. As a result it was possible to explore in advance the joint planning of programs of training and advisory services which were to underpin the Chilean effort at administrative reform.

Prior to planning the tax modernization program, major features of Chilean tax administration had been analysed. This analysis covered the structure of the internal tax system, organizational weaknesses, tax procedures and staffing problems. It revealed not only the points at which procedures and techniques needed strengthening but also shortcomings and gaps in technical and administrative manpower. Furthermore, it served as a basis for the modernization program in tax administration.

The short-term objectives of the program were to create a permanent training and development institute within Chile's Internal Tax Service. This would provide practical training in the major fields of taxation in internal management and in those techniques that would be used to install system-wide changes in the structure and conduct of the tax administrative system.

The long-range purpose of this program was to increase Chile's tax revenues through better administration and enforcement directed toward all legitimate tax sources. This would be accomplished by streamlining the tax declaration, billing and payment procedures, the auditing and enforcement processes and other tax administration techniques.

Subsequent to the Director General's trip to the United States, three groups of ten, each composed of senior tax officials, followed to undertake state-side training. For each group, A.I.D. in Washington designed a training program to fit the Chilean needs as found in the home country.

Upon the return to Chile of each group of key tax officials, a team of U. S. tax administration and systems advisors in Santiago assisted with the follow-up on ideas and recommendations that the Chileans formulated in the United States, thus helping them to launch the tax improvement program.

Full development of the program was initiated in January 1961. It should be noted that from its inception the program was confined to improvement of current administration and did not embrace reform of tax rates and the tax structure. Accomplishments to date have been impressive within the limitations set. The thirty high level officials trained in the United States, together with the Director General, are providing leadership for the whole management improvement movement. They are directing internal improvements and making a substantial contribution to the large in-service training program for all subordinates as well as new employees of the Internal Tax Service.

A full time school is in operation within the Internal Tax Service, and graduates are already engaged in the audit of returns. Thus the initial objectives have been achieved through the firm establishment of a training institute in Chile. This has resulted in more adequate competence not only for proper administration of present tax laws but also for the improvement of existent methods and techniques.

The Government of Chile has shown a genuine desire to support the program and ITS officials have demonstrated receptivity and interest in administrative change. Funds have been made available to improve the working force of the Internal Tax Service and to provide for better facilities and mechanized equipment. The widespread use of data processing machines being planned will result in a great increase in the speed of processing, improve accuracy and reduce the number of routine clerical type employees. Emphasis is being placed on better trained, specialized officials well worth high salaries. Likewise, a new tax fraud enforcement program has been instituted similar in purpose and method to the Intelligence Division of the U. S. Internal Revenue Service. New recruited auditors started operations after intensive training and the prosecution of tax fraud cases was begun in 1962. All of the above developments have been brought to the attention of the Chilean public via radio, newspapers, newsreels and official publications.

The modernization program in tax administration located as it is in the Ministry of Finance, offers an excellent opportunity to expand improved management into its sister agencies: Treasury, Customs and Budget as well as in the auditing and accounting functions of the Controller General's Office of Chile. Plans for the near future call for the beginning of improvement programs in these closely related services.



Guatemala tax group with U. S. Internal Revenue and AID officials. Like Chile, Guatemala and other countries throughout the world are moving toward tax reform.

#### IV. THE MULTIPLE STRATEGY OF PEACE AND SECURITY

The importance of the "two-way street" which has been the subject of this brochure can be appreciated fully only in light of recent trends. Various types of revolutions in the last few decades have had deep impact upon relations between nations and more particularly on the role of the United States as leader of the Free World. Accelerated technological change and the rising aspirations of the lesser developed countries are both well known phenomena. So are the release from colonial rule of emerging nations as well as the bipolar struggle which affects every part of the globe.

Contemporary society everywhere is characterized by the rapidity of social change. The frictions and tensions found in all parts of the globe appear at times to have outstripped our capacity to cope effectively with contemporary situations. In the process, international relations have become every man's concern, and the interdependence of nations no longer is subject to doubt or debate in most quarters.

The traditional patterns of dealing with international affairs have been the diplomatic and the military. These, as was noted at the outset, are of extreme importance. But the newer patterns and dimensions of technical collaboration and economic cooperation tend to play an increasingly important and crucial part in world affairs. The development of cooperative relations has much to gain from joint and continuous efforts carried on between nations. There is no substitute for habits created when nationals of various countries work together in dealing with common problems. It is not alone that techniques of

mutual aid are furthered, but equally important that unity of purpose and will is achieved.

These less spectacular efforts can play an important role in the multiple approach -- in the strategy so essential to the building of international order. The two-way street of participant training is but one segment of the many forms of foreign assistance which have become major tools of peace and security. The challenge involved in the whole technical cooperation program, of which participant training is a part, is more compelling than ever before. Technical cooperation is an essential element of the process of constructive peace which must go on regardless of temporary setbacks in the international field. It is perhaps one of the most challenging programs of our times. Challenge itself, however, should never be mistaken for fulfillment; it calls for response commensurate with the magnitude of that task. Such response will depend upon the efforts of many organizations and individuals. The quest for peace and security contains an urgency the scope of which is no less demanding than the all-out effort which is required by war.